PUBLIC SAFETY SERVICES MASTER PLAN FOR THE CITY OF WHEATLAND, CALIFORNIA

- **FIRE PROTECTION**
- **LAW ENFORCEMENT**

Prepared for

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EXECUTIVE SUMMARY

The following *Public Safety Services Master Plan* reviews the City of Wheatland's Fire and Police Departments and proposed developments' possible impacts on the City's public safety services. The plan provides conclusions and recommendations to improve general public safety and fire protection law enforcement services. The Plumas-Brophy Fire District is frequently referenced because the two fire departments essentially function as one organization when responding to emergencies in the Wheatland area

This plan identifies standards common to fire protection and emergency response services, but the reader should note that they are not requirements unless specifically adopted as policies rather than serving as guides or goals. The report also notes that applicable state and federal safety standards are requirements when emergency services are provided. Readily available guidance and standards and professional experience were used to evaluate Wheatland's fire protection and law enforcement services to provide the recommendations that could be applied by the City to guide the development of its emergency response services to meet the challenges presented by future growth.

The following two tables, Fire Protection Planning Scenarios for the City of Wheatland and Law Enforcement Planning Scenarios for the City of Wheatland, summarize the most important master planning recommendations. The Conclusions and Recommendations section presents additional details and 25 policy, organizational, facility, staff, and related recommendations grouped into three categories: General Public Safety Services (9), Fire Protection Services (12), and Law Enforcement Services (4).

Fire Protection Planning Scenarios: City of Wheatland

Years & Population Estimates	**2004** **2,300 current residents**	**2005** **2,500 - 5,000 residents**	**2010** **10,000 - 15,000 residents**	**2015** **15,000 - 30,000 residents**	**TOTALS**
Planning Factors:					
Station(s): $300 sq. ft. excluding land, site improvements, and furnishings. New Station 1 should have a conference room for about 12 people and training classroom for about 50 people, which would be adaptable for an EOC.[1]	Station 1: obsolete; keep as reserve until SR 65 crossings and Station 2 are built	New Station 1 west of SR 65 @ 12,000 sq. ft; 3 bays, 2 vehicles deep; portions could be shared with PD: $3.6 million[2]	New Station 2[3] east of central business district @ 6,500 sq. ft.; 2 bays, 2 vehicles deep; portions could be shared with PD: $2 million	Depending on growth and development patterns, may be able to delay new Station 2 until this time.	2
Training Facility	None		Share with other local agencies and/or construct own on 2-3 acres combined with new Station 2		1
Staff: balance					

between volunteers and paid staff will be determined by emergency response demands, possible joint arrangements, and City's ability to pay.					
Chief Officers	1 volunteer	1 full-time paid Chief @ $120,000[4] & 1 full-time paid Battalion Chief (converted from shared paid Captain @ $85,000)	3 full-time paid Battalion Chiefs @ $85,000 each (when Station 2 is built)[7]	(See column to left)	5 full-time paid Chief Officers (assuming Station 2 is built)
Captains	2: 1 paid & shared with Plumas Brophy FPD and 1 volunteer		3 full-time paid @ $75,000 each (when Station 2 is built)	(See column to left)	3 full-time paid Captains (assuming Station 2 is built)
Engineers/Firefighters	11 volunteers	3 full-time paid @ $60,000 each + volunteers	6 full-time paid @ $60,000 each + volunteers	(See column to left)	9 full-time paid Engineers/Firefighters (assuming Station 2 is built)
Support Staff	0	1 @ 30,000	2 @ $30,000 each	3 @ $30,000 each	3 full-time paid
Equipment					

Engines/Triple Combination Pumpers (Type I) @ $300,000	3	3	2 (when Station 2 is built)	(See left column)	5
Elevated Stream Apparatus @ $500,000	0	0	0	1: only if more than 5 buildings over 10 stories are built	1 (conditional)
Ladder Trucks @ $750,000	0	0	0	0	0
Brush Rigs (Type III; could serve as Utility/Admin. Vehicle) @$100,000	0	1	1	1	1
Utility/Admin. @, $35,000 (see above)	1				1
Ambulances	private	n/a[5]	n/a	n/a	private
Water Tenders @ $300,000			1		1
Services					
Dispatching	County/Linda FPD	tbd[6]	tbd	tbd	tbd
Communications	County/pagers	tbd	tbd	tbd	tbd

[1] EOC: Emergency Operations Center.

[2] The 12,000 square feet is conditional on Plumas-Brophy Fire Protection District's interest in functioning from the same location in the City of Wheatland; otherwise, the station could be about 10,000 square feet for Wheatland alone. Space and related costs in all facilities that are dedicated for Police Department use would be in addition to the space and costs attributable to the Fire Department.

[3] The need for Station 2, to be located approximately 1 mile east of the City's current limits, should be determined by the following considerations: (1) the number of emergency responses attributable to the area's development, (2) when response times become too long, particularly if multiple incidents frequently occur simultaneously, and (3) if residents indicate that the Fire Department is not meeting their expectations effectively. The cost for this station could be less to Wheatland if it is shared with the Plumas-Brophy Fire Protection District.

[4] Annual salary costs only; benefits and allowances should be estimated at 55% of salaries (health insurance, retirement, education allowance, etc.). Overtime costs (OT) are not included, but should be estimated at 33% of total Engineers/Firefighters costs (which will vary with the number of paid positions.

[5] n/a: not applicable; private ambulance service provided currently; plan does not anticipate changing this relationship except for improving service (see text).

[6] tbd: to be determined as the organization evolves. Typical other services not estimated for purposes of this plan include facility, apparatus, radio, and equipment maintenance; contracted dispatching and communications services, fuel and lubricants, office and administrative equipment supplies, utilities services, safety equipment and uniforms, medical supplies, administrative and training travel costs, volunteer and reserve stipends, fire prevention programs and a Fire Marshal position, and Workers Compensation insurance.

[7] The addition of 3 Chief Officers, one of whom would manage each 24/7 shift, should be determined by frequently evaluating the Department's emergency response experience and the associated incident command demands provided by the Fire Chief and a Battalion Chief from off-duty locations.

Law Enforcement Planning Scenarios: City of Wheatland

Years & Population Estimates	**2004** **2,300 current residents**	**2005** **2,500 - 5,000 residents**	**2010** **10,000 - 15,000 residents**	**2015** **15,000 - 30,000 residents**	**TOTALS**
Planning Factors:					
Station(s): $300 sq. ft. excluding land, site improvements, and furnishings.	1 obsolete and inadequate trailer and 2 storage containers	1 new @ 5,000 sq. ft. & could be shared with FD: $1.5 million		1 substation @ 1,500 sq. ft. & could be shared with FD: $450,000	2
Training Facility	None needed; use County's firing range	In-house at PD & use County's firing range			0
Jail	Use County's facility				0
Staff					
Chief Officers	1 part-time paid Chief	1 full-time Chief @$120,000[1]	1	1	1
Lieutenants			1 full-time @$85,000	2 full-time @$85,000 each	2
Sergeants	1 full-time	2 full-time @$75,000 each	4 full-time @$75,000 each	7 full-time @$75,000 each	7
Officers	7 full-time	7 full-time @$60,000 each	18 full-time @$60,000 each	38 full-time @$60,000 each	38

Support Staff	0	3 full-time @$30,000 each	5 full-time @$30,000 each	10 full-time @$30,000 each	10
Equipment					
Patrol Cars @$38,000 each	4	5: 2 new replacements & 3 older cars in use	9: 3 new replacements & 5 older cars in use	16: 5 new replacements & 11 older cars in use	17
Admin./Utility cars for Chief, Detectives, Lieutenants, etc. @$30,000	1	1	4	8	8
Others for Police Aides, errands, displays, prisoner transport		1 pick-up truck @$33,000	2 pick-up trucks @$33,000 each	2 pick-up trucks & 1 van @$35,000 each & 1 parking enforcement Scooter @$25,000	3
Services					
Dispatching	Local by on-duty Officer	PD/FD combined local or contracted			
Communications	Cell phone	24/7 radio			

[1] Salary and benefit calculations approximately equal to Fire Department figures.

INTRODUCTION

The City of Wheatland, through J. Laurence Mintier & Associates, Planning Consultants, requested assistance to identify and analyze the potential impacts of proposed developments and longer term growth on public safety services and emergency response capabilities (fire protection, emergency medical services, and law enforcement). Robert Olson Associates, Inc. (ROA) prepared this master plan to support policy decisions about providing public safety services to two pending residential developments (Heritage Oaks and Jones Ranch) and anticipated future population growth in the next 10 to 20 years from about 2,300 to 25,000 residents.

The two projects referred to above have been approved by the City and have been submitted to Yuba County's Local Agency Formation Commission (LAFCO) for annexation approval. The Heritage Oaks and Jones Ranch projects are within the City's Sphere of Influence (established in 1991), and four other proposed developments also within the City's Sphere of Influence are in the early stages of planning.

Wheatland Park, a residential development currently under construction will contain 210 single family dwellings (SFD) by the close of 2004. State Route 65 (SR65), which bisects the City, carries about 15,000 vehicles per day (2004), and given development along this corridor, the volume is expected to increase dramatically. It is within this context that ROA prepared this master plan because of the potential impacts of the new developments are having and will have on public safety services.

Insofar as public safety services are concerned, it is important that near-term decisions about providing services to the pending new developments be compatible with and phased in to meet the community's longer term needs so service and cost efficiencies are achieved.

APPROACH AND CONTENTS

ROA used the following approach to analyze the City's emergency response system, the impacts of the proposed developments, and to provide a basis for our recommendations:

- Interviewed key City elected officials and staff, including the Fire Chief and the Police Chief, and other emergency responders, including firefighters and sworn peace officers,
- Analyzed current emergency response service levels and workload data,
- Reviewed generally prevailing standards and applied ROA's experience regarding emergency services,
- Reviewed the proposed developments to judge their implications for short and long term public safety services needs, and
- Prepared this plan, which includes a discussion of the principal points and provides ROA's recommendations, to guide the City of Wheatland's public policy and fiscal decisions about managing the impacts of future development on emergency response services.

The City's Sphere of Influence extends between Bear River on the South to Dairy Road on the north and west of SR65 approximately one and one-half miles, except in the wetland areas between Dry Creek and Dairy Road where the Sphere of Influence extends approximately two miles. The Sphere of Influence extends east of SR65 approximately three miles along Spenceville Road with areas extending north and south approximately one mile. This Sphere of Influence is important because it identifies areas which may be annexed into the City and for which public safety services will have to be provided.

The improvement of the City of Wheatland's public safety services should only be made after thorough consideration of the subjects included in this report. ROA hopes this information will assist the City's policy-makers when they make decisions about the costs and effectiveness of public safety services. This plan identifies issues presented by the proposed new developments—and more on the horizon—that are certain to alter the City's emergency response system and related infrastructure in the years ahead.

In addition to this Introduction, this *Public Safety Services Master Plan* is composed of three other sections: Public Safety Services Overview, Public Safety Impacts of Proposed Developments, Conclusions and Recommendations, and some supporting Appendices.

PUBLIC SAFETY SERVICES OVERVIEW

THE WHEATLAND FIRE DEPARTMENT

The Wheatland Fire Department functions from one fire station located at 313 Main Street. It has three apparatus bays that house four vehicles. The Department provides emergency response to all emergencies within the City. The City of Wheatland's Fire Department has an Insurance Services Office (ISO) rating of 6, which is used to set fire insurance premiums.

The City provides additional response to the Plumas-Brophy Fire District for single incidents that require multiple fire engines or for multiple emergencies requiring multi-agency responses. The Fire Department's performance has not met with significant public dissatisfaction, and the Department appears to enjoy a good reputation. The Plumas-Brophy Fire District is staffed and equipped in a similar manner to Wheatland's, and its headquarters fire station is located on Dairy Road (off SR65 and approximately two miles north of Main Street in Wheatland). The District responds to City emergencies in the same manner as Wheatland does for the District.

It is important to note that the two fire departments functionally operate as one under joint policies and procedures governing training and operations. The departments share one paid full-time Fire Captain (see below). Both departments have stated that they rely on each other to operate, and that if one was disbanded, the other would have great difficulty functioning effectively. Therefore, for master planning purposes, where the area's total resources must be considered, relevant comments about the District are included.

In addition and separately, ROA has been facilitating negotiations between the City and the Plumas-Brophy Fire District to establish a joint powers authority (JPA) to provide fire protection services to the two soon-to-be annexed areas and at least for next 10 years for other areas which may be developed and annexed into the City of Wheatland.

Chain of Command

Both departments are led by volunteer Fire Chiefs and Assistant Fire Chiefs. In addition, and with the exception of the shared Fire Captain, each department has Fire Captains, Engineer/Firefighters, and Firefighters, all of whom are volunteers. The on-scene incident commander at emergencies is the senior officer or firefighter. There have been no legal actions against the Department for services provided during the past three years.

Departmental Strength and Incident Response Staffing

Both fire departments recruit, train, and depend on volunteer staff from the same area of Yuba County. As is common with many other areas, volunteers can only give limited amounts of their time, the shallow pool of potential volunteers appears also to be a limiting factor to increasing the number of volunteers in each department, and the increasing number of commuters who are out of the immediate response area during most daylight hours further limits the agencies' capabilities.

The Wheatland Fire Department has (2004)16 volunteer personnel distributed by rank as follows:

- 1 Fire Chief
- 1 Assistant Fire Chief
- 3 Fire Captains
- 8 Engineer/Firefighters
- 3 Probationary Firefighters

The two departments share a paid full-time Fire Captain who maintains the equipment, performs administrative tasks, and organizes the training.

Full-time Departmental leadership is needed for the future so appropriate attention can be given to fostering, developing, and preserving an effective volunteer service, managing incident data acquisition and reporting; transitioning eventually from a volunteer to a mixed volunteer/full-time fire department; evaluating the results of current emergency and non-emergency operations and response times as a basis for making changes in procedures, training, and related subjects; assuring effective organizational communications and personnel management; performing prevention services (e.g., ordinance and code adoption and enforcement); and implementing safety programs.

Incident Response Staffing

Incident response staffing policies are that each responding unit must contain a minimum of two firefighters, with the maximum number determined by the number of seatbelts on the vehicle. All responding units must have an appointed crew leader. The Department uses a system to track the assignment of its personnel at emergency sites.

Department policy specifies that each responding fire engine must contain a minimum of two qualified firefighters with an allowable maximum determined by the number of seat belts on the engine. In addition, when the Wheatland Fire Department dispatches an engine outside of the City's limits, the Department must maintain another fire engine on stand-by that is staffed with one officer and one firefighter.

Vehicles and Equipment

The Wheatland and Plumas-Brophy fire departments use the National Fire Protection Association (NFPA) standards as a guide for equipping their departments to respond to structural and open space emergencies. Specialized rescue equipment is divided between each department.

The Department maintains three fire engines as follows:

- Engine 411: a 2002 Type 2 Engine with a 1,000 gpm* pump and 500 gallon water tank
- Engine 412: a 1976 Type 2 Engine with a 1,000 gpm pump and 500 gallon water tank
- Engine 413: a 1982 Type 2 Engine with a 1,500 gpm pump and 500 gallon water tank

*gpm: gallons per minute

These engines are equipped with a variety of standard safety equipment that include hand, electric, air, and hydraulic tools. The fire engines are equipped with 1 inch, 1 ¾ inch and 2 ½ inch hose to distribute water and 5 inch hose to supply water from the hydrant to the engine's fire pump. The fire engines also carry foam and foam applicators for specialized use on chemical and flammable liquid fires.

The departments maintain their vehicles and equipment with weekly checks that are documented, and they operate the vehicle-mounted fire pumps bi-weekly. Broken parts or equipment are replaced immediately. The departments commenced keeping mechanical records in September 2003, and Wheatland has experienced only one recent breakdown, which was the auxiliary motor on Engine 413.

Breathing apparatus is maintained to required safety standards by a private contractor. Hydraulic equipment (i.e., Hurst Rescue Tool) also is maintained by a private contractor. Air and electric tools are maintained by the personnel of both fire departments.

Personnel Training and Safety

The level of service provided by the two fire departments to the City of Wheatland has been effective during past years, and both are aware of the challenges presented by future growth, including traffic.

The Department has 26 scheduled training sessions for 2004. The Department trains jointly with the Plumas-Brophy Fire District using NFPA recommended safety and operational standards or those required by the Occupational Health and Safety Administration (OSHA). Attendance at training sessions ranges from 50 to 99 percent of the current volunteer staff.

Both departments have added contemporary fire protection subjects to their training schedules. For example, these include Emergency Medical Technician (EMT) I; Automatic Defibulation; Esophageal Tracheal Airway Insertion; Harassment; Volunteer Firefighter I Certification; Breathing Apparatus Fit Testing; and live firefighting training. The departments maintain a basic but solid set of operational and safety policies.

The Department maintains an agreement with the Sierra Sacramento Valley Emergency Medical Services Agency to provide EMT-I, Esophageal Tracheal Airway, and Automated External Defibrillator training and certifications.

Personnel are provided with safety equipment and clothing for structural and open space firefighting and for medical emergencies. The firefighters are trained in the proper use and care of the safety equipment, including the proper maintenance, handling, and fit-testing of breathing apparatus.

Personnel are trained in proper protocols to participate on the State of California's Master Mutual Aid Strike Teams and to place orders for air ambulance services.

The Department did not file any workers compensation claims during 2003. Management direction is provided to assure compliance with the OSHA's procedures for establishing Rapid Intervention Crews (RIC). However, the Fire Department does not have a Safety Committee or maintain an OSHA-specified safety manual.

Mutual and Automatic Aid Agreements

The Department is a signatory to several agreements that augment its capabilities in turn for committing itself to assisting others. They are the:

1. Automatic Aid Agreement between the Wheatland Fire Department and Plumas-Brophy Fire District (Under this agreement the Wheatland and Plumas-Brophy fire departments essentially operate functionally as one fire department),
2. Mutual aid Agreement between the Wheatland Fire Department and the Yuba City Fire Department,
3. Mutual Aid Agreement between the Wheatland Fire Department and the Sutter County Fire Department,
4. Mutual Aid Agreement between the Wheatland Fire Department and the Linda Fire Department, and the
5. Mutual Aid Agreement between the Wheatland Fire Department and the Marysville Fire Department.

Emergency Response Data

The Department responds to emergencies ranging from fires, rescues, hazardous materials incidents, and vehicle and other accidents to medical emergencies. The current number of responses within the City of Wheatland is approximately .69 emergencies per day or 1.4 emergencies every other day. The call rate represents approximately 11 emergencies per 100 population or 110 emergencies per 1000 population.

The Department reported that the number of overlapping emergencies to which both agencies must respond is approximately 10 per year.

The primary method of transport for medical emergencies is the Bi-County Ambulance Co. Secondary response would be by the closest ambulance to the emergency. In addition, medical emergency air transport is available by Calstar, Reach, and H20 air ambulance companies.

Response Type	2001	2002	2003
Medical Aid	131	157	172
Vehicle Accident	21	19	27
Grass Fires	7	6	3
Unknown Response	2	6	10
Public Assist	7	18	25
Structure Fires or Alarms	5	10	5
Vehicle Fires	1	6	2
Utility Emergencies	2	4	1

Other	7	4	5
Mutual & Automatic Aid	169	292	220
Total Responses	**352**	**522**	**470**
(City & mutual aid responses)			
Total Responses within the City	**183**	**230**	**250**

Response Protocols and Communications

The Wheatland and the Plumas-Brophy Fire Departments share joint response dispatch protocols that further indicate the depth of their close interdependence. The major integrated protocols include:

- First Alarm assignment: two fire engines, one heavy rescue vehicle, one squad and one Chief Officer,
- Second Alarm assignment: two additional fire engines, and for
- Larger incidents: use of Master Mutual Aid Strike Teams.

Volunteer personnel are dispatched through pagers by the Yuba County Sheriff Department's Communications Office. Backup dispatch is provided by the Linda Fire Department. Additional communication is provided through landline and/or cellular telephone service to the Fire Chief and the Assistant Fire Chief. In addition, the Bi-County Ambulance Company's vehicles are dispatched for all medical emergencies from Marysville by the Sheriff Department's Public Safety Answering Point (PSAP). The response time for this ambulance ranges from 13 to 16 minutes. Additional details are provided in Appendix 1.

Response Times

The Wheatland and Plumas-Brophy fire departments use driving time when calculating their response times. The Department's driving time ranges from approximately one to four minutes within the City's limits.

The time needed to mobilize volunteers (i.e., "reflex time") so they arrive at the fire station or at the scenes of emergencies ranges from one to more than seven minutes. The average response for volunteers to arrive at the Wheatland Fire Station is four minutes. However, during 2003 volunteer response has been as low as 30 seconds and as high as 7 or more minutes between 8:00 a.m. and 6:00 p.m. and has been as low as 1 minute and as high as 12 minutes between 6:00 p.m. and 8:00 a.m.

Fire Loss Data

The Department does not maintain fire loss records. These records would be estimates of the losses calculated after a fire has been suppressed (i.e., "mitigation"). Fire loss data should be collected because it is one measure of the effectiveness of emergency response along with the adoption and effective enforcement of building codes and standards and other loss prevention ordinances and programs.

Emergency Response Planning

Both fire departments maintain emergency plans of their own design. They contain basic information, such as command structure, important telephone numbers, locations of staging areas, and traffic, crowd control, and evacuation information. These agencies are part of the Yuba County Operational Area (OA), but ROA did not see any emergency response plans that are consistent with federal guidance or the State of California's Standardized Emergency Management System (SEMS).

The City's Building Inspector conducts construction review and compliance with codes and ordinances. The Fire Chief conducts some inspections at new construction sites with the Building Inspector, and he consults as needed with contractors and builders. The Wheatland Fire Department has not adopted the Uniform Fire Code or proposed fire protection amendments to the Uniform Building Code for adoption by the City.

The Department provides fire prevention and CPR education at elementary and day schools. Annual fire inspections are conducted at business sites and at residences upon request. The Department also provides standby general safety and emergency medical services at local high school football games.

The Water System and Its Fire Suppression Delivery Capabilities

The City of Wheatland maintains a water system capable of supplying approximately 1,035,000 gallons of water per day for domestic purposes. The City estimates its current average water usage per day for non-fire flow purposes is approximately 504,000 gallons.

Water is supplied by six wells, a 72,000 gallon elevated water tower to insure adequate pressure, and another 662,000 gallons of useable water in a single above-ground, on-grade water tank. Water is obtained from wells with pumps ranging from approximately 550 to 850 gpm. Additional wells are in the planning stage. The City's six wells are capable of pumping 4,600 gpm. Three wells are provided with emergency power to insure fire flows and are capable of automatically going on line to pump 2,150 gpm. The well in the Public Works Corporation Yard has emergency power supplied by natural gas, and the wells at Wheatland Ranch and Park Place have emergency power supplied by diesel fuel.

Water System Design for Fire Protection

Water systems are designed to meet the requirements of generally accepted engineering principles for domestic water flow (non-fire flows), and they should be designed to provide fire flows above the maximum daily use. The ISO and the UFC are common references for determining fire flow requirements, which normally are calculated to provide uniform flows to specific areas and to specific buildings within the same areas.

Nevertheless, the provision of water alone does not insure safety from fire. Rather, the water system is an essential component of the community's fire protection infrastructure that also includes response capabilities, building design and construction controls, public education,

access, and other preventive measures. There always will be circumstances in which emergency response resources can be overwhelmed regardless of the amount of available water. For instance, vegetation fires have overwhelmed firefighting resources and water supplies in urban/wildland interface areas.

The determination of water resources requires a careful analysis of risk and cost. In light of the UFC's requirements and general conditions within the City of Wheatland, the policy decision to establish the strategic needs of the water system is fairly straightforward. Design considerations need to consider many factors, but for fire protection purposes, the water system should be entirely looped with no dead-end mains and be capable of supplying the recommended fire flows with at least a 20 percent reserve in addition to meeting the community's maximum daily usage.

Automatic fire extinguishing systems (AFS, i.e., "sprinklers") provide greater environmental protection because they reduce the amounts of runoff water that often contain mixtures of toxic and hazardous materials that are the products of combustion which can flow into storm drains and percolate into the ground.

The current fire exposure (i.e., fire flow demand) within Wheatland's city limits is based on a fire flow of 2,500 gpm for commercial and multi-family areas and a 1,000 gpm for other areas as specified by the Fire Chief and/or the Uniform Fire Code. Data collected for this report indicates that the maximum daily water usage for non-fire purposes is approximately 1,000 gpm.

The City faces a policy decision in developing its water system in that if the flow is not increased to 3,500 gpm in all commercial areas, particularly in areas of proposed development, the type and size of building permitted by zoning regulations may not have sufficient fire flows to protect them adequately. The 3,500 gpm fire flow assumes the buildings will be protected by fire sprinklers having flow alarms that are monitored on a 24/7 basis.

If the City controls the interface between buildings and between buildings and open space (especially regarding combustible vegetation), the residential areas within the City of Wheatland can be considered moderate hazard zones as defined by the Uniform Fire Code. Where combustible building interfaces are not regulated, the UFC calls for increased fire flows of 2,500 gpm or greater, as established by the local fire chief. ROA suggests that fire flows can be maintained at 1,000 gpm if all single family dwellings are protected by fire sprinklers; otherwise fire flows should be a minimum of 1,500 gpm. Multiple family buildings will require higher fire flows as required by the Fire Chief and/or the Uniform Fire Code.

Fire Hydrant Standards

Although the City has not adopted the Uniform Fire Code, it appears that water system engineers have applied the code's basic rules applying to fire hydrants. The UFC specifies that the minimum number of fire hydrants to assure fire flows of 3,500 gpm shall be a minimum four hydrants spaced 350 feet apart; and for fire flows of 1,000 to 1,500 gpm there shall be a minimum of two hydrants spaced 450 feet apart. These hydrants are required to be within a range of 180 to 225 feet of any point on a street or road frontage and no further than 150 feet from a structure that needs to be protected.

Water Storage

ROA calculated the projected water storage requirements for new development (which also is recommended for existing city areas). Fire flow needs are calculated assuming two concurrent fires, one residential and one commercial. As previously stated, this fire flow calculation is in addition to the storage needed to maintain maximum daily use for non-fire uses plus a reserve capacity of approximately 20%. Preference should be given to greater amounts of above-ground storage (possibly a tank on the west side of SR 65) because it is more dependable than relying on pumps even with emergency power.

Water Storage and Pump Capacity for Fire Flows

Current Storage (2 tanks*)	662,000 gallons
Fire Flow of 3,500 gpm at 3 hrs.	630,000
Fire Flow of 1,500 gpm at 2 hrs. (120,000 gpm if AFS** required)	180,000
Reserve Storage of 20%	198,000
Amount maintained for Max. Daily use (1,000 gpm for 3 hours)	180,000
TOTAL MINIMUM STORAGE EQUIVALENT	1,188,000
Storage Deficiency	- 526,000
Less Emergency Pump Capacity (2,150 gpm for 3 hrs.)	387,000
Deficiency in delivering anticipated fire flow	139,000 gallons***

* It is better to have above ground storage to meet fire flow demands rather than relying on pumping capacity (see below).

**AFS = automatic fire sprinklers.

***This deficiency can be made up by placing additional wells on-line or by providing one or more of the existing three wells with automatic on-line pumping capabilities and emergency power.

THE WHEATLAND POLICE DEPARTMENT

Wheatland has had its own Police Department since the City's incorporation in 1874. Serious crime in Wheatland is minimal by population standards according to the 2003 Uniform Crime Report (UCR) provided by the California State Department of Justice's Division of Criminal Justice Information Services. Reported felony crimes (murder, rape, robbery, assault, burglary, motor vehicle theft and grand theft) have risen from 18 in 2001 to 31 in 2003, a 72 percent increase in three years. The majority of these 2003 crimes (19) were grand thefts (i.e., a theft of over $400). Juvenile and misdemeanor crimes are average for the demographics of this rural community.

Calls for police service also have increased in the past three years: 1,240 calls in 2001; 1,607 calls in 2002; and 1,839 calls in 2003. The City has five public schools and two private schools (including one high school and one middle school currently under construction) that serve the surrounding community. Traffic congestion and accidents are a significant concern to the Police Department, and responding to them requires a substantial commitment of police resources.

The Department has been modernized and expanded over the years by the City, which has provided the Department with the latest equipment and additional officers.

Current Level of Service and Staffing

Wheatland currently receives police service twenty-four hours a day, seven days a week ("24/7"). The Police Department is staffed by six patrol officers, one sergeant and the Chief. Supplemental police services are provided by six on-call level-one reserve officers who are paid an hourly wage and are considered part-time employees. They are used to replace full-time officers due to illness, time off, or other unplanned leaves. Based on the current number of patrol officers (6) and a sergeant (1), the ratio of officers per thousand residents is 2.5 (assuming an estimated current resident population of 2,800). This ratio currently is necessary to maintain 24/7 coverage and to allow for some overlap. The ratio of officers per thousand residents is a measurement often used to compare the staffing levels of different police departments.

Regarding response times, ROA confirmed a statement that "The City area is small enough [so] that an officer can get anywhere in the City in two minutes." This is an exceptional response time; however, it can be affected by traffic congestion on SR65. The traffic congestion may slow responses, but slow or stopped freight trains will halt the responses until the train passes. All vehicle railroad crossings must cross the tracks. Train-caused response delays are not a common problem, but they have occurred in the past and remain possibilities.

Departmental Staffing and Work Load

According to the Department, the minimum recommended ratio of police officers to population is 1.5 per 1,000 persons. This ratio is currently considered to be an acceptable staffing level, but due to a variety of local conditions many police departments operate at a lesser ratio while others operate with a higher ratio. The optimum ratio depends on the incident activity levels, response times, and officer safety factors. Such ratios also are dictated by what the community judges to be an acceptable level of service.

Wheatland's officers currently are assigned to work 12 hours shifts, which allows the City maximum coverage and often permits two officers to be on duty at the same time. It takes a minimum of four officers working 12 hour shifts to provide 24 hour/7 day a-week coverage. Currently the City's one beat is staffed by one and sometimes two officers. This staffing level does not allow for absences due to vacation, injury/illness, or training. Overtime is used to offset these types of scheduled events, and part-time police reserves are used to fill in for unscheduled absences.

The Police Chief advocates high patrol visibility. This is achieved in Wheatland by having the patrol officers located in the busiest areas where they will be seen by the most people, thus giving the impression that there are many police officers on duty.

Patrol officers spend approximately 70-80 percent of their time involved with traffic matters. These include accident investigations, traffic code enforcement and complaints, removal of abandoned vehicles, parking violations, and controlling congestion related to SR65. Commuter traffic in the morning and evenings keep the officers busy during the work week, and in the summer months, concerts at the nearby Sleep Train Amphitheater (north of Wheatland) add to traffic on SR65 on the weekends and evenings. There are no traffic signals in Wheatland; thus, cross traffic has a difficult time getting from one side of town to the other during heavy traffic flows on SR65.

Wheatland's Police Chief believes that two patrol beats, each staffed by two officers, would be the optimum staffing level. The necessity for two officers to be on duty is especially important on the weekends and during evenings when law enforcement incident activity increases. If one officer makes an arrest, the other officer can cover the City while the arresting officer deals with the prisoner(s). Arrested subjects must be transported to and processed into the Yuba County Sheriff's jail in Marysville. This is a minimum one-hour trip, if the jail is not busy and can accept the prisoner immediately upon arrival. However, jails often are busy and the trip could take considerably longer.

The police station is staffed only when the Chief or one of the officers in present. If no one is present at the station, the on-duty patrol officer must come to the station to assist the public. Last year (2003) the clerk who doubled as a dispatcher was laid off. The dispatch of calls is accomplished now by the Chief when he is present at the station. After hours and on weekends the on-duty patrol officer carries a cell phone and receives the calls for service directly from the public.

Facilities and Equipment

The Police Department currently operates out of a double-wide trailer located at 413 Second Street. The trailer is 24 years old and was installed originally as a temporary facility. Minimal maintenance has been done, and it is falling into disrepair (e.g., the roof leaks when it rains and mechanical things constantly need to be fixed). Several years ago another 14 foot trailer was attached to increase storage space, but this has since been filled. In short, the existing Police Department facility is inadequate to meet the Department's current and future needs.

The Police Department currently uses four patrol vehicles that vary in age and condition. The Department tries to keep its patrol vehicles in service up to 125,000 miles by performing regular maintenance. Patrol vehicles typically accrue such mileage in a four to five year period. However, there are times when the vehicles require major repairs and need replacing before the 125,000 mile criterion is reached. When this occurs, the Police Department requests funds for a new patrol vehicle. The current cost of a new police vehicle is about $35,000, which includes reinstalling on-board or replacing older equipment (e.g., radios, computer, emergency equipment, prisoner cage).

Related Information

Wheatland officers occasionally have had to call for additional external assistance. If no other Wheatland officers are on-duty or available, the call goes out to the California Highway Patrol or Yuba County Sheriff's Department. Response times for those agencies vary due to the responding units' availability and distance from Wheatland. ROA was told that there is a good mutual working relationship amongst the officers in the area when any request assistance.

Wheatland's officers occasionally are called on to leave the City to respond to incidents elsewhere in the County. Usually this is due to circumstances requiring immediate attention and when response from the normally responsible law enforcement agency is delayed. For example, Wheatland's officers have responded to incidents at Camp Far West in the summer months due to requests from the Sheriff's Department, and off-duty Wheatland officers also provide security and traffic control for events at the Sleep Train Amphitheater. The Amphitheater can accommodate up to 18,500 people, and occasionally, on-duty Wheatland officers have been requested to respond to the amphitheater to help with crowd control.

The Police Department has no ongoing community programs with schools or businesses. The Department was pursuing a grant in cooperation with the Wheatland School District to hire a school resource officer. However, given current and pending (FY 2004 and 2005) budget constraints and decisions, patrol officers may be laid off and the Chief's position reduced to half-time. Thus, the Department indicated that it cannot continue to support the proposal if it means having layoff any of the patrol officers.

Police officers also provide animal control services. They are dispatched to answer calls involving injured or stray animals. Frequently, the officers have to catch the animal and then place the animal in the back seat of their patrol vehicles. Wheatland has a contract with Yuba County Animal Services in Marysville to care for the animals. It is a 28 mile round trip to Marysville to deposit the animal.

PUBLIC SAFETY IMPACTS OF PROPOSED DEVELOPMENTS

FIRE PROTECTION

The City will experience an emergency response rate of approximately .11 responses per person as future development occurs. This response rate considers future development. The current response rate of 250 responses equates to slightly more than 11 responses per 100 population or 110 responses per 1000 population.

The response rates of four other California cities of differing demographics and locations were compared. The rates ranged between .075 to .15 responses per person. Three ranged between .075 and .088 while the fourth had .15 responses per person. The average of these four agencies, plus the City of Wheatland's data, resulted in a response rate of .099 or .1 responses per person. The average (.1 per person) for the four cities about equaled Wheatland's rate of .11 responses per person. The following table shows these comparisons:

RESPONSE RATE COMPARISONS (2003)

City	Population	Responses	Responses per Person
Corte Madera	9,400	1,374	.15
Albany	18,000	1,364	.075
Arcadia	49,000	4,360	.089
Dixon	16,313	1,216	.075
Wheatland	2,275	250	.11

Wheatland's current response rate of approximately .11 for the 2003 year is slightly higher than the average response rate of those sampled. The City experienced a call rate of .10 for the 2002 year and .08 for 2001. The increased call rates were mostly attributed to medical emergencies, public assistance calls, and vehicle accidents. Given these considerations, ROA recommends the City's use its current response rate of .11 as the factor until additional experience is available to determine the impact of increased population on the City's fire protection services. See Appendix 2 and the table below for additional information used in evaluating potential development impacts on public safety services.

Projected Response Rate Increase from the Heritage Oaks Estates Development

The proposed Heritage Oaks Estates development will add approximately 672 dwelling units at build-out, resulting in a population increase of approximately 1,808 persons. This would result in

approximately 199 additional responses for the Fire Department. This estimate is based upon the number of dwelling units times an occupancy factor of 2.69 (as projected in the EIR) times .11.

Projected Response Rate Increase from the Jones Ranch Development

The proposed Jones Ranch development will add approximately 602 dwelling units (including 50 in the adjacent "Island" area) at build-out resulting in a population increase of approximately 1,619 persons. This would result in approximately 178 additional responses for the Fire Department. This estimate also is based upon the number of dwelling units times an occupancy factor of 2.69 (as projected in the EIR) times .11.

Projected Response Rate from Potential Development within the City of Wheatland's Current Boundaries

Other potential development within the City's existing boundaries will add approximately 728 dwelling units, resulting in a population increase of approximately 1,958 persons. Using the same factor, this increase could result in approximately 215 additional responses for the Fire Department. See the following table:

IMPACTS ON RESPONSE RATES OF PROJECTED DEVELOPMENT BY 2010

Development Unit (DU)	**Dwelling (Pop)**	**Population**	**Response Impact**
Heritage Oaks Estates	672	1,808	199
Jones Ranch & Island	602	1,619	178
City Infill	728	1,958	215
Totals	**2002**	**5,385**	**592**
Current Dwellings	783		
Current Population		2,275	
Current Responses			250
Total Projected DUs	**2,785**		
Total Projected Pop.		**7,660**	
Est. Increased Responses			**842**

Potential Delays in Responding to the Proposed Developments

The driving times to each development are within four minutes from the current Wheatland Fire Station and Plumas-Brophy Fire Station 1 under good driving conditions.

Driving times increase when a train is traveling through or stops in the City, thereby blocking access across the tracks (which parallel the east side of SR65) or when vehicle traffic on SR65 is heavy. Emergency responders normally have to cross the railroad tracks to respond to the

Heritage Oaks Estates and Jones Ranch developments from the current fire station. About 30 trains travel per day through the City, each creating an average blockage delay of approximately 90 seconds.

Under current agreements, the Plumas-Brophy Fire Department would respond to these developments if fire equipment responding from the Wheatland Fire Station were blocked by a train, accident, or another call. This would result in a delay of up to 10 minutes because of the need for volunteers to respond. Under normal circumstances, Wheatland's response would arrive sooner unless a train was fully stopped. Additionally, if the emergency was a fire, Plumas-Brophy would have been dispatched automatically to help assure an effective response.

Impacts of Commercial Development on Fire Protection

Commercial construction and resulting business and vehicular traffic is another consideration. Generally, the call volume from commercial areas, malls, and light industrial areas is small. There is a potential that the City will experience increased traffic accidents resulting from new commercial development, particularly on SR65.

The mitigation of fire risk can and should be substantially reduced by adopting and enforcing the UFC and the Uniform Building Code (UBC) (or the applicable provisions of the proposed International Building Code {IBC 2003}, which is pending in California), requiring built-in fire protection, such as fire sprinkler systems, and performing annual inspections to assure continued code compliance. These actions have a significant impact on controlling potential initial fire losses. Fire sprinklers also reduce the time required to suppress the fire and help prevent injury or loss of life to firefighters and the public.

Development Impacts on the Water System for Fire Protection Purposes

The proposed developments will require a minimum fire flow of 3,500 gpm for business and commercial areas and 1,000 gpm for all single family dwellings if all structures are protected by automatic fire sprinkler systems and 1,500 gpm if the dwellings are not protected by fire sprinklers. Greater flows would be required by the Fire Chief and/or Uniform Fire Code for multiple-family dwellings. As noted above, there is a deficiency of approximately 40,000 gallons of water storage for fire protection purposes.

LAW ENFORCEMENT

Wheatland's population is estimated to double in five to ten years due to proposed new development. As a result, calls for service are expected to rise. This increased activity will require increased law enforcement services. More patrol officers, sergeants, and support staff will be needed to meet the increased needs. These needs will also require an improved police facility.

Much of the pressure for improved police services will come from the community. Residents, especially newer ones, will want to know that in an emergency they can call "911" and be visited

promptly by a local police officer, an officer who represents the City of Wheatland and one who takes an interest in their problems.

CONCLUSIONS AND RECOMMENDATIONS

The review of Wheatland's public safety services has been completed within the context established by the near-term expectation that the Heritage Oaks Estates and Jones Ranch developments will be approved for annexation and construction and the longer-term need to guide local decisions for about the next 10 years as additional growth and likely annexations occur. This section of the Master Plan discusses several general public safety considerations, a few issues common to both fire protection and law enforcement, and specific subjects related to each service.

GENERAL CONSIDERATIONS

While often thought of separately, public safety services actually consist of two closely related but distinct activities: prevention and reaction. Prevention, such as the adoption and effective administration of building regulations or crime prevention programs, seeks to reduce future losses and demands on public safety services.

Reaction, such as providing fire suppression or crime investigation services, seeks to effectively manage emergency incidents. Generally, the more effective are the prevention measures, the fewer and less severe are the response demands. Thus, public safety master planning efforts must address both kinds of activities to control risk and provide cost-effective and acceptable levels of services.

Prevention tends to limit the size and scope of emergencies before they become very serious. The Master Plan provides a balanced approach to recommending improved public safety services, such as fire protection, emergency medical services, and law enforcement. Balanced fire protection, for example, is the maximum use of codes and standards and built-in containment measures, such as sprinklers, coupled with the provision of an emergency response force capable of responding effectively to the smaller and more frequent emergency occurrences. While rare major incidents can occur that overwhelm local capabilities, it is more efficient and cost-effective to use automatic and mutual aid arrangements to respond to occasional large incidents rather than over-investing in staff and equipment that sees little regular use.

Implementation Guidelines

This Master Plan's following public safety services recommendations proceed from "what is" to "what should be" as the City of Wheatland grows. To the extent feasible, the recommendations are linked to expected growth thresholds so the City invests in improved fire protection and law enforcement services at the appropriate times. The recommended implementation times are defined as: (1) Immediate (starting now and completed within the next two years); Short-Term (some starting now but with completion desirable within the next five years); and Long-Term (completion desirable within the next ten years). Beyond ten years is about when this Master Plan should be updated to reflect prevailing conditions.

GENERAL PUBLIC SAFETY SERVICES

Recommendation 1: The City should hold periodic public hearings during which the goals and standards established for public safety services are discussed and updated.

Wheatland currently has no regular public forum in which public safety standards and goals are discussed. Public safety expenditures commonly are the most expensive in local governments' budgets, and the service standards and goals established by the community greatly determine costs.

Implementation: Immediate

Recommendation 2: The City should adopt and implement population growth criteria that would be applied to public safety services.

Until experience suggests otherwise, this master plan suggests that the City establish the factor of .11 fire/EMS emergency responses per 1,000 residents to determine when additional fire protection investments are needed to assure effective service.

For law enforcement services as Wheatland grows, the minimal ratio of 1.5 officers per 1,000 residents is the appropriate number to use to calculate the City's future need for police officers. However, until Wheatland's growth increases to the point where 1.5 officers is achieved, the current ratio of 2.5 officers per thousand residents must be maintained so a minimum of two officers are on-duty during peak periods.

Implementation: Immediate

Recommendation 3: The City of Wheatland should adopt and implement a public safety services parcel assessment or other funding mechanism.

The City needs new public safety facilities and support systems. Because the proposed new developments will seriously impact the City's current limited public safety services, property owners should help pay for new construction and support services so that acceptable standards of service can be met. Such assessments are common, and the revenues help both new and existing communities fund capital expansion and incremental operating costs. In addition, developers should be required to provide sufficient land and to construct and equip the new fire stations.

The parcel fee and/or other mechanisms should be adopted as soon as possible so the account can accumulate sufficient funding for the purchase of land, the design and construction of the recommended facilities, the acquisition of equipment, the augmentation of staff, and other organizational and operational needs.

Implementation: Immediate.

Recommendation 4: The City should adopt a capital improvement program (CIP) that includes funding for combined or separate facilities for its Fire and Police Departments, possibly as part of a longer-range plan for a Wheatland Civic Center.

Both the Fire and the Police Departments are operating from substandard facilities; they do not meet current needs, not to mention future ones. Especially on the west side of SR 65, new facilities need to be built to serve the area's growth. Jointly occupied public safety facilities offer economical advantages because law enforcement and fire protection personnel can, for example, share meeting/training rooms, kitchens, locker rooms and related facilities, storage areas, and vehicle maintenance services.

Implementation: Short-term.

Recommendation 5: The City should establish a specially designated "Public Safety Vehicle and Equipment Replacement Fund" into which it makes regular allocations.

Public safety equipment is expensive and needs to be replaced periodically. The procurement of new fire engines and related vehicles is done on an "as needed basis" with "lump sum" funding being provided at the time on a case-by-case basis when the need arises. This single appropriation method can cause severe budgetary impacts when such decisions are made. Thus, The City should:

- Establish a vehicle depreciation and replacement program for fire engines and specialized response vehicles based upon a 15-year lifecycle, following which the engines are placed in reserve ("second out") status for an additional three years before being retired from service.

- Plan for the replacement smaller vehicles based upon a 5-year lifecycle or an accrued mileage limit similar to that used by the Police Department.

- Consider a lease/option plan to replace the oldest fire engine in the near future.

Implementation: Immediate.

Recommendation 6: The City should improve the dispatching of its public safety services resources.

As Wheatland grows, full-time, sufficiently staffed, and technically equipped law enforcement and fire protection dispatching services will become a priority community safety issue. Newcomers to Wheatland likely will have experienced rapid responses based on nearly instantaneous dispatching. One way to improve response times is to improve dispatching. Whether dispatching is accomplished locally or by another agency on contract, it is essential to good service, especially as the Fire Department evolves from a volunteer to a full-time organization.

Implementation: Immediate.

Recommendation 7: Construction of overpasses or underpasses across SR65 and the railroad tracks should begin as soon as possible.

The planning, design, financing, construction, and intergovernmental coordination required to make these improvements is a lengthy process. Increasing traffic and growth already are affecting the abilities of the City's forces to respond effectively.

Implementation: Immediate.

Recommendation 8: The City should improve its public safety data collection, analysis, and reporting capabilities.

Especially for fire protection purposes, the City should provide the Fire Department with a computer having sufficient speed and capacity to support a fire protection data management and reporting program (including the National Fire Incident Reporting System, NFIRS) that can provide reports about emergency and non-emergency operations. For example, quarterly emergency response reports support timely decisions about the need to invest in additional facilities or staff. The Police Department's needs for a similar or combined system should be considered simultaneously.

Implementation: Short-term.

Recommendation 9: The City needs to establish policies and criteria regarding access, road and street design, entry into controlled developments, and related subjects including:

- Policies advocating and financially supporting one or more overpasses or underpasses between the east and west sides of SR65 and the adjacent railroad right-of-way.
- Local street design standards that provide clear access for fire engines that account for two-way traffic and on-street parking.
- A minimum access requirement for new developments that prescribes that each must have at least two points of ingress and egress, and that the depth of cul-de-sacs be limited to no more than 500 feet.
- For gated communities, require specific rapid entry methods be used, such as "Knox Boxes" or chain and locks that can be cut easily.

Implementation: Immediate.

FIRE PROTECTION SERVICES

Recommendation 10: Complete the formation of the Joint Powers Authority (JPA) between the City of Wheatland and the Plumas-Brophy Fire Protection District to provide fire

protection services the newly developing areas and those within the District likely to be annexed in the future.

Implementation: Immediate (currently in progress).

Recommendation 11: The City should define at least two—and possibly three—response zones and response time goals to assure efficient and equitable service.

The City has not formally adopted response zones and response time goals. These policies are important measures of efficiency and effectiveness and are important to the public. Part of this depends on future decisions about the implementation of the JPA and the location of future fire stations (See Appendix 3.). The City should:

- Adopt a response time goal of approximately four or five minutes driving time to 80 or 90 percent of the City's response area based on a travel distance of approximately 1.5 miles from each fire station. This likely will require locating and constructing a replacement fire station to assure proper coverage of the City's current area.

- Designate two response zones immediately: (1) for the City's current limits and the western part of its Sphere of Influence, and (2) for the eastern area of the City's Sphere of Influence.

- Establish three response zones if the location of a Wheatland Fire Station is placed near the end of Main Street and if Plumas-Brophy Station 1 provides initial response to Wheatland's areas between Dairy Road and the Main Street station site.

- Direct the Department to establish a firefighter sleep-over program as soon as space can be provided to reduce the long reflex time needed for firefighters to travel from their points-of-origin to the fire station.

Implementation: Short-term.

Recommendation 12: The City should relocate the current (and obsolete) fire station to the west of SR65 to serve the recommended response zone and obtain sufficient land to the east for a future second fire station.

Two possible locations would provide good driving times (see Appendix 3):

- The most central location would be on or near Wheatland Road on the north or south end of the Wheatland Cemetery (currently outside of the city limits but in close proximity to one of the new developments). This location provides coverage to the City and more than 80 percent of the western parts and up to Jasper Lane for the eastern areas of the City's Sphere of Influence, and

- Another location could be at the end of Main Street (or another nearby location between Main and 1st Streets and near E Street), which provides good north and south access off

SR65. This site does not offer the 1½ mile radius coverage as does the location near the cemetery, and its effectiveness would depend on the JPA with Plumas-Brophy providing initial response to areas approximately halfway between the two locations. This would provide acceptable response times to both areas.

In anticipation of future development to the east, the City should obtain sufficient land and a funding mechanism the construction of a second fire station on or near Spenseville Road approximately one mile east of Jasper Lane. In this situation, assuming a JPA is formed with the Plumas-Brophy District, it may be possible to jointly construct a fire station that serves the City's and the District's response areas so the redundancy of the District having fire station approximately three miles east of Jasper Lane is eliminated.

The City should maintain the current fire station at 313 Main Street. It would house one fire engine for back-up emergency response until overpasses or underpasses are constructed across SR65.

Implementation: Short-term.

Recommendation 13: The City should adopt fire station design criteria that have similar provisions to the following:

- The headquarters or main fire station should have a minimum of three two-vehicle deep fire engine bays that includes space for an ambulance.

- Sufficient interior space should be planned for training, meetings, food preparation and dining, offices for command and administrative personnel, and portions, such as a large multi-purpose room, should be easily convertible for use as a City emergency operations center (EOC). The City should consider including adjacent space for police personnel who would have access to the other common areas.

- Fires stations should have dormitory space so the Department can establish a volunteer sleepover program and that provides 24-hour facilities for full-time personnel in the future.

- When the City acquires sites for its future fires stations, it should obtain sufficient land for the future expansion of the stations.

Implementation: Short-term

Recommendation 14: The City (perhaps in cooperation with other local fire agencies) should acquire approximately two to four acres of land for a fire department training facility.

The training facility's location should be in an area that will not disturb the public. A potential location exists in the area between the city, Spenseville Road, and Dry Creek. The

fire training center should be constructed when the city's population reaches about 5,000 residents (or sooner, if possible). Some design considerations include:

- The area will require a substantial amount of pavement.
- There should be a training room with restroom facilities and sufficient space for the storage of training aids and equipment.
- There should be a drafting pit to collect flowing water used during training that includes a recovery system to recycle the water.
- There should be a minimum of two fire hydrants for training purposes.

Implementation: Long-term.

Recommendation 15: The City should hire a full-time Fire Chief and provide related support to accomplish the many leadership and administrative functions that will need to be addressed as Wheatland continues to grow.

- Given the implications of Wheatland's growth that are being addressed in this planning process, the City needs to move from a volunteer fire chief toward a full-time position so he/she can be an integral part of the City's policy-making and management process. In addition, the Fire Department should be provided with least 10 hours per week of administrative support, which will expand possibly to a full-time position as the City grows.
- The currently shared full-time paid Fire Captain position, which is responsible for code enforcement, plan checking, and managing the maintenance of vehicles, facilities and equipment, should be maintained.
- Once a full-time Fire Chief is hired, the Fire Captain position should be reclassified to Battalion Chief, and the classification of Assistant Fire Chief should be eliminated. The current Fire Captain should be trained as an emergency command officer, and a call-back schedule should be established so either the Fire Chief and/or the Fire Captain (Battalion Chief) will be available to provide emergency incident command. The call-back system should be extended to specifically include trained firefighting personnel who would be available as emergency incident commanders.

Implementation: Immediate.

Recommendation 16: The City should use the following criteria to determine when additional firefighting personnel will be needed to meet the City's growth-related needs.

Approximately 500 annual response calls should be used as the trigger point when the Department evaluates the need to hire full-time Firefighters/Fire Engineers on the initial response fire engine. The implications include:

- The need for three employees to rotate through three 24-hour work shifts plus a funding equivalent of another (fourth) position to cover for vacation, sick and family leave, injury, and other absences.

- The need will become increasingly apparent when the initial engine's response times increase to an unacceptable level to the City. While not defined exactly, this trigger point is important for financial planning. Response data, public comments, and funding availability should be of prime importance.

Approximately 800 annual responses should be used as the trigger point for providing full-time (24/7) staffing of three firefighters on the first response fire engine. A full-time fire engine company should contain a minimum of one Fire Captain and two Firefighters/Fire Engineers. The implications include:

- The need for a total of nine personnel plus the equivalent funding of three positions to maintain coverage on a 24-hour basis and to allow for vacation, sick and family leave, injury, and other absences.

- The need for additional paid staff should be guided by the availability of volunteer personnel and their effectiveness, public expectations, the advice of City's Fire Chief, and the availability of funding. Again, the need will become increasingly apparent when response times increase to an unacceptable level to the City. While also not defined exactly, this trigger point is important for financial planning, but response data, public expectations, and funding availability also should be of prime importance.

- In addition to recruiting at-large, the merit of establishing a recruiting system in which future full-time Department personnel can be selected from the volunteer ranks encourages volunteer participation (which is becoming increasingly difficult to secure).

- Establish a sleep-over program in the fire stations to increase participation and experience, and to improve response times when a properly equipped new facility is provided.

Implementation: Short-term.

Recommendation 17: The City should take several steps to improve its emergency medical services (EMS).

EMS responses dominate the calls for assistance to the Fire Department. Particularly regarding accelerated population growth in the next few years, the City should:

- Adopt a policy that reflects the provisions of current agreements that specify that the Basic Life Support (BLS) level of EMS service provided by Emergency Medical Technician D personnel is the governing standard.

- Communicate with the regional emergency medical services agency, County of Yuba's Department of Health, and the current ambulance service provider to improve driving times to medical emergencies within City's jurisdictional areas to seven minutes or less. Considerations include:

    1. Meeting with officials representing the ambulance provider, regional emergency medical services agency, and the Yuba County Department of Health to prepare policy recommendations for the City about the level of service desired,

    2. City consideration of improving the current 13+ minute response time to 7+ minutes or less to 80 or 90 percent of City's jurisdictional areas, with a future goal of reducing driving times to those expected of the Fire Department. This would most likely require a phased period of improvement and cooperation during which the Fire Department assists by providing housing for an ambulance and its on-duty crew, and

    3. With the assistance of an emergency medical physician, the Fire Department could benefit from an EMS call screening program or protocols for communications operators that are used to distinguish between necessary and unnecessary medical response calls.

  Implementation: Immediate.

Recommendation 18: The Fire Department should take several actions to strengthen its training program.

The Department's training program is generally sound and up-to-date, reflecting strong commitment by the volunteer personnel, but it should be strengthened. The Department should:

- Prepare a manual that informs and documents the sequence of exercises used to respond to emergencies, such as supplying and applying water, using the appropriate nozzles, and properly using air, hydraulic and electric tools.

- Publish a safety manual as required by the California Occupational Safety and Health Administration (CalOSHA).

- Publish a blood-borne disease protection manual.

- Conduct a minimum of semi-annual evaluations to assure Department personnel continue to meet the requirements of their certifications and other specialized requirements.

- Establish a Department Safety Committee to make recommendations to the Fire Chief and to regularly evaluate the safety of actual operations and the Department's facilities, vehicles, and equipment.

- Conduct formal critiques of major emergency operations to obtain feedback for potential operational and organization changes.

Implementation: Short-term.

Recommendation 19: The City should improve its fire prevention and loss control measures so they are in place before substantial growth occurs. The City should:

- Designate and train an employee to handle all fire prevention activities such as building inspection, ordinance development, and code enforcement. This person could be a full-time Fire Chief or an administrative fire captain until the Department's activities require additional staff.

- Adopt the most recent version of the Uniform Fire Code (UFC) and Uniform Building Code (UBC).

- Adopt a local ordinance to amend the UFC/UBC to require all newly constructed buildings, including residential structures, be fully protected by automatic fire sprinklers. An alternative is to exempt residential structures, but no exemptions, such as fire separations and fire doors, should be allowed to avoid the installation of automatic fire sprinklers.

- Amend the UFC to require that all automatic fire sprinkler systems have flow alarms that are linked to a central station or other 24-hour communications center.

- Amend the UBC/UFC or enact a local ordinance that establishes a fee schedule for fire protection plan checking and inspection services.

- Inspect all commercial, business, and multi-family buildings annually, excepting single and two-family units.

- Amend the UFC to require vegetation management practices like those recommended by the California Department of Forestry and Fire Protection (See Appendix 4).

Implementation: Immediate.

Recommendation 20: Wheatland's Fire Department should implement several command and administrative measures to increase its capabilities so it will be able to meet expected growth-related service demands. Some of the more important measures include:

- Provide for and maintain the availability of trained and experienced fire command officers on a 24/7 basis.

- Establish an aggressive program to reduce the incidence of false alarms.

- Post a large map in the vehicle storage area for firefighters to refer to prior to departing for emergency responses.

- Publish personnel rules and regulations and working with Department personnel to assure compliance.

- Increase the number of social functions and awards, such sponsoring meals before quarterly inside drills, and creating awards for exceptional performance by paid and volunteer personnel and for public heroism.

Recommendation 21: The City should review its water system from a fire protection viewpoint and take a number of actions to improve its capabilities. These include:

- Ensure a minimum fire flow that complies with the Uniform Fire Code and the standards of the Insurance Services Office (ISO). Fire flows should be at a minimum pressure of 20 psi, a minimum flow of 1,000 gpm for single family dwellings and 3,500 gpm in commercial areas protected by automatic fire sprinkler systems above the maximum gpm flow for non-fire flow purposes (approximately 1,000 gpm). Greater fire flows would be required by the Fire Chief and/or the Uniform Fire Code for multiple family dwellings.

- Provide a minimum water storage capacity of 1,188,000 gallons to provide recommended fire flows in addition to the maximum used daily for non-fire purposes.

- Provide automatic emergency power for all pumps needed to maintain fire flows and assure that all pumps are continually capable of meeting the flow demands.

- Design and construct—or upgrade if necessary—a water main grid system that uses a minimum of 8 inch diameter water mains in residential areas and 12 inch diameter water mains in commercial areas, or greater diameters if recommended by the City's water system engineers, including:

    1. Establish a policy that insures all mains are constructed of material that will effectively withstand corrosion and electrolysis. Engineers also should consider providing cathodic protection for metallic components.

    2. If recommended by engineers, provide earthquake couplings where mains cross bridges subject to differing ground motions or deformations (e.g., the Windsor Blvd. bridge serving the Park Hill residential area), and provide earthquake couplings to the connections between water supply tanks and water mains.

- Install fire hydrants that require minimal maintenance (e.g., bronze hydrants that do not require stem packing to control leaks), and ensure that fire hydrants are spaced as specified by the Uniform Fire Code. Additional fire hydrants may be needed to meet these requirements. The following other actions should be taken:

1. Establish a policy that prescribes a uniform fire hydrant size, normally a minimum of one 2 ½ inch and one 4 or 4 ½ inch outlet on a wet barrel designed hydrant.

2. Perform annual maintenance that includes weed removal, operation testing, and marking for easy identification.

3. Ensure that the fire hydrants' intended fire flows can be delivered through the rise and run connections.

4. Maintain a record of annual hydrant fire flow testing on a grid basis.

LAW ENFORCEMENT SERVICES

Recommendation 22: The City should maintain its own Police Department.

This recommendation does not come without significant cost. Officers' salaries are substantial part of the budget, and although salaries generally have risen slowly nationwide, benefits (e.g., health insurance, workers compensation insurance, retirement, and training) have risen dramatically.

There are other law enforcement options possibly available if Wheatland decides it cannot afford its own Police Department. The most common option would be to contract out part or all of the City's law enforcement services. This is done frequently with an adjacent agency, and, in Wheatland's case, this could be with the Yuba County Sheriff's Department. If the Yuba County Sheriff is unable to provide contract law enforcement services, other providers might be the Placer County Sheriff or Sutter County Sheriff. The feasibility of contracting would need further study.

Contract policing is done by many communities in the state, and it has proven to be a cost-effective way to deliver law enforcement services to small and big communities. Although it depends on the specific situation, some communities have been able to save 25-50 percent of the costs they had incurred by having their own police departments. There are several contracting models currently in use, and these could be studied to find the most appropriate one for Wheatland. The most common disadvantages to contracting can be the loss of local identity, reduced quality of service, and the loss of sensitivity that local police officers often have for the community. These disadvantages can be ameliorated, however.

Implementation: Immediate.

Recommendation 23: The City should apply the following guidelines when considering staff increases for the Police Department:

As Wheatland grows, the minimum ratio of 1.5 officers per thousand residents is the appropriate number of officers to meet the City's future police service needs. The current ratio of 2.5 officers

per thousand residents must be maintained so a minimum of two officers are on-duty during peak periods, such as evenings and weekends.

Other factors that are important to the principle of having two on-duty officers are the need to cover an officer when responding to a dangerous incident, the distance external law enforcement resources must travel to reach the City to provide assistance, the time and distance Wheatland's officers must travel to and return from the County Jail in Marysville, and finally, some types of police responses require two or more officers. For example, any call that involves the potential for violence should automatically involve two officers, and serious vehicle accidents will require two or more officers to handle the on-scene investigation, obtain evidence, interview witnesses, and control traffic.

Too few officers available for work can create another dangerous situation because on-duty officers may be held over or ordered to work on their days off to cover for officers who are sick, injured, on vacation, at off-site training, or to fill vacant positions. Frequent demands such as these can result in physical and mental exhaustion.

Implementation: Short-Term

Recommendation 24: The City should employ a full-time Chief of Police and provide the Department with necessary support staff.

The Police Department is a team effort, and it must be staffed to perform as expected. In addition to having the right number of patrol officers to assure effective service, the Police Department must have a full-time leader and the necessary support staff. When the Chief of Police is expected to be the leader, spokesperson, administrator, dispatcher, clerk, administrative assistant, and a back-up police officer—as is the case in Wheatland—some parts of the job suffer. If the City wants a Chief that is visible, accessible, and accountable he/she must be employed full-time. The Department needs an administrative officer (the Chief) who provides direction and support to the patrol officers, works with other city officials on matters of mutual concern, can represent and be a spokesperson for the department, and who can perform a variety of other duties.

Implementation: Immediate

Recommendation 25: The City will need to prepare and exercise an emergency operations plan (EOP) that is integrated with and supports Yuba County's Operational Area emergency management system, and that meets the State's Standardized Emergency Management System (SEMS) requirements and federal guidance. Other related considerations include:

1. Establish a back-up communications system for local use if the County's communications system becomes overloaded or is inoperable.

2. Designating space (e.g., a training/conference room in a new facility) for a City Emergency Operations Center (EOC) that has the ability to communicate with emergency responders, public utilities, the Yuba County EOC and others; has sufficient water, food

and supplies for a minimum of three 24/7 days of operations; and is otherwise properly equipped to perform during major emergencies.

3. Establishing a Neighborhood (Community) Emergency Response Team (CERT) program.

Implementation: Long-term.

Appendix 1

Dispatch Protocol and Mutual Aid Information

Dispatch Protocols

Structure fires:

- Within Wheatland's jurisdictional areas: Wheatland Engine 412 and Plumas-Brophy Engine 373 are dispatched. Second response is Wheatland R367 and Plumas-Brophy E372. Third response is the Wheatland E436.

- Outside Wheatland's jurisdictional areas: Wheatland E436 and Plumas-Brophy E365 and E362, and the CDF depending upon location.

Vegetation Fires

- Within Wheatland's jurisdictional areas: Wheatland E436 and Plumas-Brophy E365 are dispatched. Second response is Wheatland E412 and Plumas-Brophy E362.

- Outside Wheatland's jurisdictional areas: Wheatland E436 and Plumas-Brophy E365 or E362, and the CDF depending upon location.

Vehicle Fires

- Within Wheatland's jurisdictional areas: Wheatland E412 and Plumas-Brophy E365 are dispatched.

- Outside Wheatland's jurisdictional areas: Wheatland E436 and Plumas-Brophy E365 or E362, depending upon location.

Rescue and Medical Aid (non-traffic)

- Within Wheatland's jurisdictional areas: Wheatland S417 is dispatched.

- Outside Wheatland's jurisdictional areas: Wheatland Station S417 and Plumas-Brophy E365 or E362 depending upon location.

Rescue for Traffic Collision

Within Wheatland's jurisdictional areas: Wheatland R367 and Plumas-Brophy E365 or E362 depending upon location; and second response by Wheatland E436.

Outside Wheatland's jurisdictional areas: Wheatland R367 and Plumas-Brophy E365 or E362 depending upon location; and second response by Wheatland E436.

Other Protocols

The departments also have protocols for hazardous materials incidents, smoke investigations, miscellaneous fires, mutual aid, strike teams, amphitheatre protection, and air ambulance services.

Mutual Aid Data for 2001 - 2003

Number of Emergency Responses Provided by Wheatland to Other Agencies:

To Plumas-Brophy	1	2	0
To others through Mutual Aid	0	0	2

Number of Emergency Responses Provided by Other Agencies to Wheatland

By Plumas-Brophy	11	15	15
By others under Mutual Aid	2	4	4

Mutual and Automatic Aid Received

Plumas-Brophy Fire Department	180	226	248
From others	0	1	0

Mutual and Automatic Aid Provided to:

Linda Fire Department	5	13	8
Olivehurst Fire Department	3	1	3
CDF	13	8	20
Sutter County	0	1	2
Beale AFB Fire Department	0	0	1
Marysville Fire Department	0	0	0
Plumas-Brophy Fire Department	169	292	220

Appendix 2

Proposed Development Information Affecting Public Safety Services

Housing and population projections:

The projected number of housing units and population growth for the next 20+ years is:

Year	Housing Units	Population
2005	1,285	3,410
2010	1,788	4,770
2015	2,291	6,130
2020	2,794	7,550
2022	2,994	8,100
2025	3,295	8,940

Proposed developments in EIR and annexation processes:

The City has two development proposals in process that may impact fire protection and law enforcement services: Heritage Oaks Estates, the Environmental Impact Report (EIR) for which was approved by the City Council in November of 2003, and Jones Ranch, the EIR for which was approved by the City Council in December of 2003. These projects are pending with the Yuba County Local Agency Formation Commission (LAFCO) for annexation into the City. In addition, there is the potential for substantial infill of open space within the City's current limits.

1. Heritage Oaks Estates: This project is 234 acres of mixed use development. It is proposed to contain 590 single family lots, 80 two-family units, 108 high density residential units, a 120,000 square foot commercial center, and an 80 room hotel.

   The City anticipates the construction of 50 dwelling units per year commencing in 2006, 10 two-family dwelling units in 2007, 108 multi-family units in 2008, 60,000 square feet of commercial space in 2008 and 60,000 square feet in 2009, an 80 room hotel by 2010, and 6.5 acres of self-storage in 2009.

2. Jones Ranch: This project is 190 acres of mixed use development. It is proposed to contain 442 single family lots, 56 two-family units, 55 high density residential units, a 2 acre neighborhood commercial center, and 10 acres for the relocation of the high school's athletic field.

   The City anticipates the construction of 50 dwellings and 10 two-family units commencing in 2007, 55 multi-family units in 2009 and 2 acres of commercial construction in 2011.

3. "Island Area": This is the space between the Junior High and Senior High schools. The area currently contains 8 single family dwellings, and the City projects the construction of 50 additional single family units in the next 10 years.

4. Infill areas: Construction in these areas could result in the addition of approximately 748 residential structures, adding an additional 1,958 persons to the population.

Proposed developments not yet in the EIR or annexation processes:

Four other proposed developments are on the horizon: Almond Estate, commercial property, Wilson's Settler's Village, and Nichols Ranch.

1. Almond Estate: This potential development is 47.5 acres with a projected 200 single family dwellings.

2. Commercial Property: This commercially zoned (C-3) potential development is 7.6 acres.

3. Wilson's Settler's Village: This potential development is 6.6 acres and is zoned commercial (C-3). An application has been submitted for conditional use and design review for a 20,646 square foot supermarket, another 18,000 square foot retail facility, and a 4,000 square foot fast food facility.

4. Nichols Ranch: This potential development is 388 acres.

Appendix 3

Estimated Fire Engine Response Driving Times from Potential Station Locations

Appendix 4

Sample Urban Interface Vegetation Management Requirements

Definitions

Defensible Space: The area within the perimeter of a home site, development, neighborhood, or community where basic wildland fire protection practices and measures are implemented by creating and maintaining a greenbelt. This space provides a key to defending the area from an approaching wildfire or assists in escaping from a structure fire.

Wildland: Open space areas that consist of grass, brush, and trees and that will not be used for buildings (often referred to as "open space" or "areas of conservancy").

Open Space: Is used in fire protection synonymously with Wildland.

Urban-Wildland Interface: The common boundary (interface) between buildings and open space in which a fire can transfer from one to the other.

Fuel Break: The area within defensible space in which ground cover is maintained to 4 inches or less in height; fallen limbs, dead trees, branches, and tree dung are removed; and in which tree branches are removed to a least 8 feet above the ground cover. Communities have modified this distance to alternate between 4 feet and 8 feet from tree to tree to preserve open space aesthetics. Clearing and maintaining fuel breaks should be a recurring annual process usually occurring between May 1 and June 1, although it may be required at other times when the ground cover is longer that 4 inches or combustible debris accumulates. Normally, trees less than 3 inches in diameter are removed.

Fuel breaks are typically managed by grazing livestock, mowing, or disking insofar as practical, and as permitted by the U.S. Army Corps of Engineers or other governing agencies and regulations affecting the conservation areas.

Greenbelt: An area planted with high moisture content vegetation, such as a lawns or succulents that are low oils and resins (fire-resistant).

Recommendations

1. Homeowners should be advised of these requirements.

2. Home sites should be designed to provide a minimum 35 foot defensible space between structures and wildlands, and homeowners or occupants should be required to maintain this space.

   Defensible space should be created by using lawns or other fire and drought-resistant plants that are served by a reliable automatic irrigation system. The plants should be low in oils and resins.

Note: *It is important that developers and builders consider these requirements prior to establishing building sites. If the building site is not of sufficient size to provide the recommended defensible space between a structure and wildlands, it will be necessary to meet with the Fire Department to determine an alternative method to achieve the safety intent. Areas listed as environmental preserves often do not permit planting or irrigation.*

3. Provide and maintain a 20 foot or greater fuel break where combustible open space abuts lots in which a 35 foot defensible space has been required. Trails may serve as a portion of fire breaks.

4. Homeowners and occupants should not be permitted to use any form of flame or spark within 15 feet of open spaces. Barbeques, should they be used under building overhangs or trees, should not be ignited with materials that facilitate the spread of flame or sparks.

5. Homeowners should be required to dispose all combustible vegetation in approved containers.

6. Do not permit access of motorized vehicles into open spaces.

7. Do not permit any sparks or open flame within 15 feet of open spaces or areas of combustible vegetation.

8. Do not permit the use of fireworks within the development.

9. Provide a fuel treatment zone at a minimum distance of 10 feet from the outward edge of road surfaces where they front wildland areas.

   Note: *It is preferable to provide irrigated plants such as lawns or fire-resistive vegetation low in oils and resins. At a minimum, natural vegetation must be maintained at 4 inches or less in height.*

10. Provide a minimum 30 foot fire-resistive buffer around parks and athletic fields,

11. Do not permit the storage of combustible materials within 15 feet of wildland areas or within fuel breaks. Combustible materials include, for example, dry vegetation, flammable liquids, and propane tanks.

12. Do not permit plants high in flammable oils and resins in parks and common areas bordering open spaces.

13. Trees should be trimmed to maintain a minimum distance of 15 feet from chimneys.

14. Trees and brush should not be maintained under combustible overhangs such as eaves and decks.

15. No one should be permitted to make improvements on or excavate or dump materials on open space land.

16. Construction requirements should include non-combustible roofing and siding, and that building construction, access, water systems, and fire hydrants meet the requirements of the Uniform Building Code and the Uniform Fire Code.

17. The City should conduct an annual review of the hazard condition of open spaces and conservation areas. The review should include thatch accumulation, fallen tree branches, and the accumulation of brush and other combustible debris to determine the extent of hazard and the most effective hazard reduction methods to be used within the provisions of the governing permits.